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ment. Acting in ways which as a rule arouse little public attention they are often the controlling factor which makes the observance of laws a fact or a fiction and an administration a success or a failure.

No one before Mr. Learned has given an adequate study to the process by which this body, only indirectly hinted at in the constitution, has grown to its present importance in our national affairs. The first chapters contain a contrast between the English cabinet, a controlling factor in legislation, and the American body which gradually was given the same name though it was only advisory to the executive. Then follows the discussion of the development of the idea of the President's council culminating in the organization of the state, war and treasury departments. A separate chapter is devoted to each of the cabinet positions which have later developed. Some, like the attorney-generalship, are shown as the outgrowth of positions originally provided for, but the functions of which have increased in importance. Others have become necessary because of the economic problems with which the administration has had to deal.

In review of the offices as a group the author shows that there never has been a definite ideal of what the cabinet should accomplish—a circumstance which has made its extra-legal growth easy, though it explains also the survival of legislation which has become unused. The reliance of the President upon the cabinet for guidance in administration has increased and must continue to do so. Only occasionally have the chief executives adopted important policies without consulting the cabinet or against its advice. The administrations of Adams and Jackson furnish the most marked examples. As a rule the strongest Presidents have been wise enough to lean heavily upon the advice of the members of their cabinets. Many of our most signal achievements are the results of policies which both in the inception and execution must be credited not to the head of the administration but to his counsellors.

Many who read Mr. Learned's book will look for a description of the actual functioning of our great administrative offices. Students of government have long awaited a volume which will give a picture of the actual work done by the executive departments. Just as the constitution is only the frame of government so the text of the law grants a bare list of powers. What is actually accomplished by action within the terms of the statute may be only faintly indicated by its terms. Our books on administration give us too much of the anatomy of our institutions, instead of their actual working. It is important for us to know how the offices came to be, but it is no less important to know what they now do, and how they affect our daily lives. This latter and more difficult task Mr. Learned has not attempted. The field is still open for a book which will show not what the cabinet has been but what it is and what it does.

CHESTER LLOYD JONES.

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Lloyd, Caro. *Henry Demarest Lloyd.* Pp. xxvii, 698. Price \$5.00. New York: G. P. Putnam's Sons, 1912.

The significance of Mr. H. D. Lloyd's career is hardly exaggerated by the sister who writes these two large volumes in his memory. He accomplished certain

memorable results and he typified in himself a class of workers who are probably the most influential leaders of our present political discussion on economic matters. But if he did a useful work in calling attention to various evils, especially to the evil of unequal railway charges, it must be added that he typified the faults and excesses of the present agitation; for that also he is significant. In discussing the "rebate" he ascribes the whole evil to personal favoritism, a cause frequently effective, no doubt, saying this must have been the motive, because these advantages were otherwise "inexplicable on any known hypothesis." In this he ignores the whole economic background of that practice—an excess of railway construction and of competition which must have produced inequality if there had been no personal favors. The picture is thus essentially false—the rebate receivers were not a few men; they were for a long time almost the whole commercial body, willing or unwilling, driven to desperate and dubious conflict. Likewise, Mr. Lloyd's account of the South Improvement Company omits the whole main purpose of that matter; he overlooks the railroad pool, and the function of the oil refiners as eveners, by which the railroads hoped (with some excuse) to save themselves from that ruinous competition. The reader is left again to suppose that there was no possible motive on the part of the railway men except the desire to build up certain refiners of oil. Half of the facts necessary to understand the whole business are omitted. The horse, in a well-known legend galloping away on its fore legs after the city gate had fallen and cut it in two just behind the saddle, is an interesting spectacle, but not serviceable for a zoologist generalizing about horses. It should be remembered that this matter of rebates, as to which he omitted the chief explanatory facts, is the principal part of his principal work.

The second purpose of this biography, the delineation of an inspiring personality, must commend itself even to one who dissents ever so widely from Mr. Lloyd's method as an economist. Few writers have equaled the grace and vigor of utterance which he exhibited even in early manhood; few enthusiasts of our time have exerted for good or evil, so great an influence, few men have given, even to those of unlike thought, so strong an impression of sincerity, of charm in speech and manner. An acquaintance of a few hours persists in one of my most vivid and delightful recollections after almost a score of years.

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Lowenthal, Esther. *The Ricardian Socialists.* Pp. 105. New York: Longmans, Green & Co., 1911.

This monograph, one of the most recent of the series published by the faculty of Columbia University, deals with a group of thinkers, four in number, who represent a stage of thought in transition between the Utopian socialists with their basic doctrine of the equality or perfectability of man and the Marxians with their basis in economic principles. The four writers who typify this development, Thompson, Gray, Hodgskin and Bray, wrote in the period from 1820 to 1840, and Miss Lowenthal has undertaken to show the relation between their writings and the character of the period, a period, as is well known, of stagnation